



Fact Sheet:



Alcohol & Drug Prevention In California: A Brief History

A synopsis of prevention programs in California from the 1980's to the present is outlined below. Where relevant, comparisons to national events in the field of alcohol and drug prevention are included for perspective.

The 1980's - California's Perspective

The Department of Alcohol and Drug Abuse became the Department of Alcohol and Drug Programs (ADP) in 1980 with separate administrative divisions for Alcohol Programs and Drug Programs.

ADP convened a Prevention Task Force in 1982 to develop a statewide prevention plan addressing alcohol-related problems. The outcome of this Task Force was the Framework for Community Initiatives, a comprehensive prevention planning document that contained a public health model approach to alcohol-related problems.

A media campaign entitled "Learn to Say No" began in 1983. Activities included public service announcements in English and Spanish, posters and bumper stickers, and an activity booklet for primary schools.

In 1984, the Friday Night Live (FNL) program was established to address the growing problem of teenage drinking and driving. FNL began as a pilot program in Sacramento County and was transferred to the State ADP in 1988 for implementation in all 58 counties.

In 1984, Comprehensive Alcohol & Drug Abuse Prevention Strategies was published

and disseminated statewide. The purpose of this book was to offer communities examples of specific strategies for AOD prevention that have yielded successful results.

Teenwork, an annual alcohol and drug prevention training institute planned and implemented by youth, began in 1985 and has reached over 6,000 young people.

The Red Ribbon Campaign began in 1985 as part of the national campaign to raise awareness of healthy and drug-free lifestyles during a week in October.

In 1986, ADP developed and disseminated the Manual for Community Planning to Prevent Problems of Alcohol Availability. This manual focused on practical approaches for communities to utilize in dealing with environmental problems of alcohol availability. It provided strategies for working with the local office of the Department of Alcoholic Beverage Control (ABC) to develop community plans and use local ordinances to prevent alcohol problems.

In 1989, ADP combined alcohol and drug prevention efforts into one division.

The 1980's - The National Perspective

The Omnibus Budget Reconciliation Act of 1981, Public Law 97-35, mandated that 20% of the amount allotted to the state under the Alcohol, Drug Abuse and Mental Health Services block grant be expended for

prevention programs.

The Anti-Drug Abuse Act of 1986 created the federal Office of Substance Abuse Prevention (OSAP), advancing the practice and professionalism of prevention services.

The Drug Free Schools and Communities Act was passed in 1986 providing new funding to California for alcohol and drug prevention programming.

The Office of National Drug Control Policy (ONDCP) was established in 1988 with the objective to establish drug policies for both the public and private sector. Emphasis was placed on drug trafficking and border programs.

The federal Center for Substance Abuse Prevention (CSAP) funded 26 community partnership grants in California at almost \$11 million a year for 5 years.

The 1990's - California's Perspective

The Framework for Preventing Alcohol and Drug Problems was developed in collaboration with a team of prevention experts and disseminated in 1990. This was the first document developed within California which combined alcohol and drug prevention strategies into a unified approach.

In 1991, the Prevention Branch within ADP became the Office of Prevention.

Special population technical assistance contractors were augmented to include prevention services.

Drug Free Workplace (DFWP) Initiative began in 1990 with the passage of the DFWP Act. Projects have included a four-county demonstration project, technical

assistance to employers on drug testing and other related issues, and a DFWP recognition project which provides decals and proclamations to employers that wish to declare their workplace as "drug-free."

Club Live (CL), a junior high component to the Friday Night Live Program was developed in 1991. Currently, CL is in 48 of the 58 California counties.

Partnership for Drug Free California started in 1992 to increase the airtime and print space for anti-drug messages.

In 1993, Assembly Bill (AB) 1741 authorized six counties to blend various children and family services funds to support implementation of innovative strategies at the local level to provide comprehensive integrated services to children and families. CYFC participates on the AB 1741 work group and state team and has affected policy such as the implementation of the pilot program, facilitation of waivers to regulations, expansion of the program to include adults as well as children and family systems in certain counties, determination of the scope of the program evaluation, and recommendations on streamlining county administrative procedures.

Since 1993, CYFC has participated on the Interagency Coordinating Council (ICC) for California's Early Start Program. CYFC's responsibilities included developing policies to include infants and toddlers born to substance abusing women as eligible for early intervention services because of their risk of developmental disabilities. CYFC provided input and recommendations to the ICC to address Early Start's authorizing legislation, which has a "sunset" clause that discontinues the program as of January 1, 1998.

Since 1994, CYFC has participated in the State Collaborative Advisory Committee to DSS to improve the child welfare program. CYFC participated on an initial work group focusing on the vision for the Family Preservation and Support Program (FPSP) and helped develop a state-level plan which was submitted to the federal government for implementation of the FPSP at local levels.

Statewide responsible beverage service standards were developed in 1994 by the California Coordinating Council on Responsible Beverage Service (CCC/RBS). The CCC/RBS was formed and operated under a three-year contract with ADP. Funding for this project was provided by the California Office of Traffic Safety (OTS).

In 1994, CYFC was involved with DSS' implementation of the case management element of Cal-Learn, a program designed to increase the graduation rate and self-sufficiency of pregnant and/or parenting adolescents who are on welfare. CYFC provided technical assistance to the Cal-Learn case managers to ensure they were trained to recognize teens using alcohol or other drugs and to refer those teens to substance abuse treatment programs.

Drug Free School Zones projects were developed and evaluated in 8 of California's most challenged school/communities.

The California Resource Center was developed as a single point of contact for services and information on the alcohol and other drug issues in the State.

In 1995, the Office of Prevention was merged with the Office of Perinatal Substance Abuse to become one division, Children, Youth, Families, and

Communities (CYFC). Current prevention programming strategies include public policy development, collaboration and coordination with Federal, State, and local agencies; demonstration projects for high-risk youth populations; technical assistance and training for communities; promotion of alcohol and drug-free lifestyles through alternative activities; and public information and education campaigns.

A white paper, *A Vision for Prevention: Building a Healthier Community* was prepared on prevention that was adopted by the National Prevention Network and the National Association State Alcohol Drug Abuse Directors.

CYFC worked extensively with other state agencies and community groups, on task forces on injury prevention, smoking prevention, AIDS prevention, collaborative services, public policy and health planning to ensure that substance abuse services are included as an integral part of the comprehensive planning for these programs.

The Community Action Manual for the Prevention of Alcohol and Other Drug Problems was published. This guide describes steps to establish public policies and specific programs at the community level to prevent problems on behalf of the larger community.

CYFC wrote a major portion of a request for proposals for DHS for battered women's shelters to include a substance abuse component in their education and counseling program.

As part of the Department of Health Services Office of Women's Health Multi-Agency Domestic Violence Task Force, CYFC collaborated on developing domestic violence policies for perinatal treatment

programs that will include education on the dynamics of physical abuse, effects on children who witness domestic violence, effective interventions, and available victim services.

CYFC contracted for a publication to document a study on substance abuse, battering, and child abuse to add to the body of knowledge available on this issue.

CYFC contracted with the University of California - Berkeley to produce Conditional Use Permit (CUP), an instructional video and facilitator's guide that present an overview of how local governments can limit conditional use permits issued to licensed alcohol outlets.

In 1995, a Dual Diagnosis Task Force was established by the Departments of Alcohol and Drug Programs and Mental Health with a primary charge to improve services for dually diagnosed residents of California. The Task Force developed and the two departments adopted the Action Plan to Remove Dual Diagnosis Barriers. This publication was distributed to over 400 organizations and people statewide. The Action Plan identifies tasks and time frames for removing barriers for the treatment and recovery of dually diagnosed clients. Additional outcomes include field surveys, site visits to dual diagnosis programs, funding of training programs, dual diagnosis curriculum, demonstration programs, practices monograph, Early, Periodic Screening, Diagnosis, and Treatment (EPSDT) coordination, collaboration of perinatal programs for the dually diagnosed, and continued collaboration and education among departments' staff at the state and local levels.

In 1995, CYFC collaborated with the DHS Office of Family Planning on a pilot project

to reduce unplanned pregnancy among women in perinatal substance abuse treatment programs. Technical assistance was provided for the writing and review of the requests for application that resulted in 24 perinatal substance abuse treatment programs receiving on-site family planning education, counseling, reproductive health services, and provision of contraceptives through the pilot. CYFC continues to share ideas and information with DHS regarding family planning services for substance abusing women.

In 1995, CYFC collaborated with DHS to incorporate substance abuse education, prevention, and intervention services into the Adolescent Family Life Programs (AFLP) for pregnant and parenting teens. Collaboration efforts included writing and reviewing Requests for Proposals; providing advice and input on proposed intervention, evaluation strategies, and curriculum; and suggesting faculty for training case managers and regional prevention coordinators in substance abuse issues. CYFC continues as technical advisor to DHS for the eight AFLP projects now providing substance abuse services.

In 1995, CYFC served as a member of the planning committee for the Interagency Seminar on Youth Violence Prevention and participated in panel discussions on collaborative activities among departments to reduce youth violence.

CYFC provided information to the Crime and Violence Prevention Center of the Attorney General's Office for preparation of their report, Violence Prevention, A Vision of Hope, and collaborated with their office on the planning of the related conference in 1995, Preventing Violence...A Vision of Hope. CYFC provided a workshop facilitator and arranged for a presenter to

speak on the inter-relationship between adolescent substance abuse and youth violence.

CYFC participates on the California State Library Foundation's California Family Impact Seminar (CAFIS) steering committee to reduce teen and unwed pregnancy to ensure that substance abuse issues are included in efforts to reduce teen pregnancy. Substance abuse related information is also provided to CAFIS for its effort to provide a family perspective on state policy regarding the increasing incidence of absent fathers.

CYFC collaborated with the Department of Social Services (DSS) to sponsor trainings on wraparound services to ensure that substance abuse services are included as an integral part of the comprehensive planning involved in the wraparound process of providing children and family services. The wraparound philosophy embraces community-based intervention that includes the delivery of highly coordinated, individualized services to address unique needs and achieve positive results. Services are integrated and funds blended to target the most disturbed children and adolescents with the most complex needs, many of whom either have a substance abuse problem themselves or live in an environment where substance abuse is an issue.

CYFC participates on an intra-departmental team, the Prevention Data Initiative (PDI), to develop a comprehensive infrastructure for an accurate prevention data collection process. The team's goal is to gather specific prevention program data from each county on their publicly funded prevention programs. This will ensure accountability in expending prevention dollars and provide important data on local programs.

CYFC collaborates with CADPAAC's Prevention Subcommittee and the ADP Managed Care Policy Advisory Committee (MCPAC) Prevention Work Team to define substance abuse prevention services and to determine its role in future managed systems of care.

In 1996, CYFC suggested substance abuse prevention components and helped review requests for proposals for \$10 million in Teenage Pregnancy Prevention Grants awarded to 37 school districts and county offices of education by the Department of Education as a result of Senate Bill 1170.

CYFC surveyed California counties to identify exemplary prevention programs to nominate for a federal Center for Substance Abuse Prevention (CSAP) 1996 Exemplary Prevention Program Awards recognizing model state-of-the-art substance abuse prevention programs. Of the 49 programs nominated nationwide, People Reaching Out of Sacramento was selected for one of the 13 programs that received this national award in October 1996.

CYFC has provided perspective on adolescent health and public policy as it relates to substance abuse for the California Wellness Foundation's teenage pregnancy prevention initiative, a grant for seven 6-year community action projects.

CYFC collaborates with DHS on their Community Challenge Grants, part of the Governor's Initiative for Responsible Parenting, to ensure that substance abuse prevention and intervention issues are included in those projects.

CYFC continues to support the Teenwork youth conference which has included numerous trainings and workshops on teen pregnancy prevention.

From 1993 - 1996, ADP contracted with, supported, and monitored the County of Sacramento for the Developmental Education, Skills Training and Instruction for Neighborhood Youth (DESTINY) pilot project. This literacy, return-to-school, and mentoring program contract ended on September 30, 1996. CYFC staff have assisted the project to transition the General Education Development (GED) portion of the program to the Sacramento Urban League, a non-profit agency. CYFC also encouraged DESTINY to apply for various monetary awards to continue the program and recently provided a letter of acknowledgment to include with their grant application package for a federal Safe and Drug-Free Schools and Communities-funded grant.

CYFC continues to provide state leadership for the Friday Night Live (FNL) and Club Live (CL) programs. In March 1996, CYFC successfully privatized the program's administration. This strategy has not only saved ADP staff and resources, but has provided FNL/CL with greater innovation, such as ensuring that a mentoring component is included in the program design, and private resources. The contractor is establishing a FNL Internet Webpage that will make prevention information and FNL event information more easily accessible to individuals throughout California.

CYFC accomplished the close-out of the Drug Free School Zones (DFSZ) contracts that began in 1991. The publication of the Community Drug-Free Zones Evaluation is being prepared. This report compares the DFSZ initiative in six sites with four comparison sites to determine the program's impact on reducing alcohol and drug use in high risk schools.

For several years, CYFC teamed with the Office of Criminal Justice Planning on their annual Violence Prevention Conference. This conference features multi-disciplinary cooperation to create a positive environment and improve safety and health for all citizens, particularly youth. CYFC contributed monetary support as well as staff expertise, keynote speakers, and workshop presenters.

In 1995, Governor Pete Wilson created the California Mentor Initiative. This initiative is a public/private partnership with the goal of recruiting 250,000 mentors in California by the year 2000. Through a variety of state departments, \$11.6 million in public funds have already been dedicated to local mentoring efforts statewide. The Department of Alcohol and Drug Programs serves as the lead state department in implementing the Mentor Initiative.

In 1996, a Welfare Reform Task force was established incorporating 15 different state Departments. CYFC is a participant on the task force designed to examine the Personal Responsibility and Work Opportunity Reconciliation Act (HR 3734) and determine its impact on California state programs. Additionally the task force is charged with analyzing the welfare reform bill and providing options for considerations for inclusion in the Governor's budget.

In 1996, a Adolescent Wellness Task Force was established by the Departments of Alcohol and Drug Programs, Education, Health Services, Social Services and Mental Health. This Task Force focuses to improve the health of California's Adolescents. Through collaboration and coordination between the departments, a health outcome based education for all students, including alternative education students and incarcerated youth is the primary goal of the task force.

The 1990's - The National Perspective

The Substance Abuse and Mental Health Services Administration (SAMHSA) committed over \$25 million to managed care and State health care reform activities in fiscal years 1995 and 1996.

In 1996, SAMHSA announced estimated funding for the following nationwide activity grants:

Managed Care & Vulnerable Populations: \$10 million to be divided among 21 cooperative agreements to enhance knowledge about how managed care in the public sector affects the provision of substance abuse and mental health services.

Predictor Variables and Development: \$4 million to be divided among 9 cooperative agreements to support research to determine the most effective interventions to change the developmental course of early predictor markers for substance abuse in children at several defined developmental stages.

Wraparound Services: \$2.4 million to be divided among 2 cooperative agreements for generating new knowledge about the relative impact of wrap around services on the success of the treatment of addictive disorders and the relative cost effectiveness of these services in light of changes in health care financing, including managed care, as they relate to substance abuse treatment.

Cannabis Dependence Treatment: \$1.2 million to be divided among 5 cooperative agreements to evaluate the effectiveness of brief interventions in the treatment of marijuana (cannabis) dependency. The program is to test the efficacy of relatively brief treatments for adults from differing socioeconomic and racial and ethnic

backgrounds who meet criteria for marijuana dependence as currently defined by DSM-IV and are seeking treatment for this dependence.

Homelessness Prevention Project: \$2.6 million to be divided among 16 cooperative agreements to document and evaluate appropriate homelessness prevention interventions for individuals with serious mental illness and/or substance abuse treatment systems.

Under SAMHSA, the Center for Substance Abuse Prevention (CSAP), Division of State Prevention Systems Programs (DSPS), six contracts were awarded to develop needs assessment protocols.

CSAP also awards grants for innovative Community Partnership Demonstration Programs. These grants allow public/private sector partnerships to develop and preserve the best comprehensive long-term prevention strategies - especially those that can be incorporated into a community's existing health care system.

CSAP supports prevention demonstration programs including High Risk Youth, Female Adolescents, AOD-Related Violence Prevention Among High Risk Youth, and Replications of Model Programs. Additional programs include Pregnant and Postpartum Women and their Children.

CSAP operates a comprehensive information program. This program includes: The National Clearinghouse for Alcohol and Drug Information (NCADI); CSAP's National Resource Center for the Prevention and Treatment of Alcohol, Tobacco, and Other Drug Abuse, and Mental Illness in Women; The Regional Alcohol and Drug Awareness Resource (RADAR) Network; CSAP's bi-monthly periodical, Prevention Pipeline; The radio

newslines; and the CSAP Media Line. Many of these resources are now accessible through the Internet.

Title V of the Violent Crime Control and Law Enforcement Act of 1994, authorizes the Attorney General to make grants to States, State courts, local courts, units of local government, and Indian tribal governments for the establishment of drug courts in response to increased numbers of nonviolent substance abusing adult and juvenile offenders. In fiscal year 1996, the funds available for this program are \$5.7 million.

The Department of Transportation, National Highway Safety Administration, provided Incentive Grants for Drunk Driving Prevention Programs.

The US Department of Education continued to fund Safe and Drug Free Schools and Communities grant activities. ADP's portion of this grant has been reduced from a high of \$15 million in the early 1990's, to a low of \$9.5 million in the middle 1990's. CYFC administers the Governor's Portion of these grant funds. The funds are used to fund the Office of Criminal Justice Planning (OCJP) to provide funding for D.A.R.E.-like prevention programs for youth, California Mentor Initiative, Friday Night Live/Club Live Privatization contracts, County Prevention and new County projects, the "Skager" Youth Study, the Red Ribbon Week, and the ADP Resource Center.